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INTERGOVERNMENTAL COOPERATION

Introduction

In the context of Wisconsin's Comprehensive Planning Law, intergovernmental cooperation involves working with neighboring communities and agencies to understand how their future planning activities will impact the Village of Slinger. At a minimum, this involves sharing this plan with neighboring communities and agencies and vice versa. However, Slinger believes intergovernmental cooperation should not end with the sharing of plans. Instead, this process should be the beginning for joint planning, conflict resolution, and other actions to promote regional coordination.



The Comprehensive Planning Law requires that the Village of Slinger coordinate with:

- City of Hartford
- Town of Hartford
- Town of Polk
- Town of Addison
- Southeastern Wisconsin Regional Planning Commission
- Washington County
- Slinger School District
- Wisconsin Department of Transportation
- Wisconsin Department of Natural Resources

Intergovernmental Cooperation Vision

By 2025, intergovernmental cooperation efforts have enabled Slinger to establish partnerships with neighboring communities, state agencies, Washington County, and the Slinger School District to provide coordinated, cost-effective services. Annexations are planned, based on service demands, in a fashion to sustain the growth needs of the Village and protect the rural character of surrounding communities.

Existing Intergovernmental Activities and Partners

ADJACENT/NEARBY GOVERNMENTAL UNITS

- Towns of Hartford, Polk, Addison
- City of Hartford

The Village of Slinger is located adjacent to the Town of Hartford and Town of Polk. The Town of Addison is an outlying community within the Village's extraterritorial plat review authority. The City of Hartford is located west of Slinger. Recently, Slinger and Hartford reached an agreement for the planned extension of services by each community at a future common boundary.

Communities around Slinger share a common rural character, with abundant farmland. Residents of nearby communities enjoy access to Slinger's parks, library, businesses and attend Slinger Schools. As a result, Slinger is an important destination point for residents of surrounding rural communities.

At this time, surrounding communities manage their own public service programs (e.g., road maintenance and construction, garbage collection, snowplowing). However, as mutually beneficial opportunities for shared service contracts arise, the Village of Slinger is open to considering these options.

Slinger annexes properties from adjacent towns to accommodate development requests that require municipal water and sewer. This situation sometimes strains the relationship between Slinger and surrounding towns. On April 22, 2004, the Governor signed SB 87 (2003 Wisconsin Act 317), which prohibits a City or Village from annexing any Town territory unless the City or Village agrees to pay the Town, for five years, an amount equal to the amount of property taxes that the Town imposed on that territory in the year in which the annexation is final. However, a City or Village is not required to make payments to Towns if the parties have entered into a boundary agreement as permissible through State Statutes 66.0307 (additional information provided on next page).

An opportunity exists to establish extraterritorial zoning to encourage growth in the Village that will utilize municipal services, versus rural development in surrounding towns that will have a greater impact on farmland and surrounding rural character. An effective extraterritorial zoning ordinance can:

- Provide for smoother transitions between rural and urban land uses;
- Reduce conflicting land uses, which lessens citizen complaints and protects property values;
- Promote intergovernmental cooperation and communication;
- Avoid multiple communications towers and similar duplications; and
- Protect natural areas and agricultural lands to retain rural character and urban buffer.

SCHOOL DISTRICT

The Village's relationship with the Slinger School District can be characterized as cooperative. The Village appreciates the quality service provided by the school district and the fact that the schools are a major draw to the area for new residents. Regular and open communication is critical to ensure that this cooperative relationship will continue and be strengthened as growth continues.

With respect to intergovernmental cooperation, several opportunities were identified during the planning effort to strengthen relations between Slinger and the Slinger School District. Through intergovernmental efforts, it is believed that operating efficiencies of both the Village and the school district can be improved and additional services can be made available to area residents. Specific goals and objectives are included later in this plan to help realize several of these opportunities.

What is a Boundary Agreement?

What is it?

Such an agreement is a formal contract between municipalities and/or towns to set ultimate boundaries and other provisions related to shared municipal services. It is different from traditional intergovernmental cooperation agreements using s. 66.0301, Stats., and municipal boundaries fixed by judgment - stipulations and orders, s.66.0225, Stats. This relatively new tool (1992) is a legal, binding plan and agreement for maintaining or changing the natural and developed uses of a combination of town, village and city territory for a period of 10 or more years. About 9 cooperative boundary agreements under the new statute have been approved in Wisconsin thus far.

How long can an Agreement last?

An Agreement under 66.0307 can last up to 20 years. In some cases, parties to an Agreement have included language stipulating that the Agreement will last forever. The important point is that new town, city or village administrations cannot unilaterally dissolve or amend an Agreement without the consent of all the government units involved.

How is the state involved?

Besides providing technical support, and mediation services in special cases, the Department of Administration reviews and approves the Agreement before it can take effect.

How are annexations affected after an Agreement is approved?

Once an Agreement is approved, annexations initiated by individual property owners are no longer possible. Annexations (then more properly called attachments) occur only as specified in the Agreement.

Are residents "forced" into attaching to a city or village if the approved Agreement specifies so?

Basically yes. Keep in mind, however, that no Agreement can be approved without town and city/village approval and the required public hearings. In many cases, attachments are phased in over a period of several years to give residents ample lead-time. Frequently, properties with failing septic systems or wells are earmarked for the initial phases.

Can utilities, road maintenance, easements, and revenue sharing be parts of an Agreement?

Absolutely.

Does the state "Smart Growth" law require cooperative boundary agreements?

No. It merely requires intergovernmental cooperation to be addressed in a comprehensive plan. There are no specifics about how such cooperation takes place.

What type of content does an Agreement contain?

Current land use; agreement duration; proposed boundary changes; conditions that may trigger future boundary changes; a physical plan for the agreed upon area, including public improvements; proof of consistency with existing plans and ordinances; environmental, economic, and social impact analysis; plan for providing public services to area; summary of public comments.

What are the advantages to working out an Agreement?

- Avoid lengthy, bitter, costly, time-consuming lawsuits. Towns can tie up cities and villages for a long time in boundary disputes.
- Avoid potential loss of discretionary state aids.
- Cooperation and shared services can save taxpayers money.
- Developers and businesses have a stable, peaceful political climate.
- Stable borders and specific timetables allow for easier planning.
- Cities and villages can grow without opposition.
- Residents know what the future will hold.
- Allows communities to decide boundary issues and related development matters, rather than be put in the position of reacting to often unpredictable private proposals.

State contact information:

George Hall (608-266-0683), WI Dept. of Administration, Municipal Boundary Review, 101 East Wilson Street, Madison, WI 53702

Sources: "Boundary Agreements and Cooperative Plans" by Atty William White; "County & Local Government Land Use Planning & Regulation" by James Schneider, J.D; "Process and Statutory Elements of Cooperative Boundary Agreements" by George Hall, Municipal Boundary Review - WDOA Compiled by Kevin Struck, Growth Management Educator, Sheboygan & Washington Counties. Additional information also available on-line at www.doa.state.wi.us.

WASHINGTON COUNTY

The Village of Slinger is located in Washington County. Washington County provides many programs, services, and facilities (e.g., parks) that are available to Slinger residents. Washington County programs that most directly impact Slinger include:

- County highway maintenance and improvement programs;
- Library funding support (to help cover the costs of county residents who use the library); and Social services.

In those areas where Washington County has jurisdiction, the County attempts to get input from the Village before making decisions affecting the Village. Likewise, the Village has attempted to maintain communication with Washington County by providing recommendations. During the planning process, additional communication with the County was identified as a priority, particularly with respect to County road improvement projects. Future communication will also be especially important as it relates to:

- Stormwater management
- Coordination with the Washington County Comprehensive Plan
- Economic development
- Public safety

STATE AGENCIES

- Wisconsin Department of Natural Resources (WDNR)
- Wisconsin Department of Transportation (WisDOT)

WDNR and WisDOT are the primary state agencies with which Slinger must coordinate to achieve the goals and objectives of this plan.

WDNR takes a lead role in wildlife protection and the sustainable management of woodlands, stormwater regulations, wetlands and other natural wildlife habitat areas. Management of the Pike Lake State Park, south of the Village, is also an important area for cooperation between the Village and the WDNR.

WisDOT is a key player in the planning and development of highways and pedestrian/cycling facilities in the Village and region.

During planning programs across the state, WisDOT has indicated that it wanted even more opportunities to coordinate with communities to better anticipate the impacts of development on state highway corridors. Open communication and participation in land use and transportation decisions that impact the Village will remain important priorities for intergovernmental cooperation.

The activities of the WDNR are discussed further in the *Agricultural, Natural and Cultural Resources Element* of this plan. Additional information is also available on-line at: www.dnr.state.wi.us.



For additional information about WisDOT activities in the Village of Slinger, refer to the *Transportation Element* of this plan. Additional information is also available on-line at: www.dot.state.wi.us

Intergovernmental Comprehensive Planning Process

To facilitate a planning environment open to intergovernmental cooperation, Slinger sent adjacent municipalities (including representatives from extraterritorial zoning committees in existence through February of 2005), the WDNR, WDOT, the Slinger School District, and Washington County an invitation to participate in the Slinger planning program. These stakeholders were extended an open invitation to plan meetings and asked to periodically review and provide feedback related to the draft plan elements posted on the project web page. These stakeholders participated in the visioning and cognitive mapping exercises held in conjunction with the early planning meetings and mid-course meeting. This information was important for understanding larger area concerns and desires when planning for future growth and development of the Village.

On an element-by-element basis, the Village (through its consultant) also contacted Washington County officials, local school district representatives, neighboring communities, and state agencies to complete inventories of available services, facilities and programs. For example, during the development of the *Transportation Element*, WisDOT was contacted to obtain information available related to transportation facilities and programs in the Village of Slinger. Likewise, WisDOT was provided a preliminary copy of the *Transportation Element* to review and comment upon. This same courtesy was extended to the WDNR during development of the *Agricultural, Natural and Cultural Resources Element*. Similarly, the school district was an important resource during development of the *Utilities and Community Facilities Element*.

Throughout the plan development process, the Village also coordinated with Washington County and SEWRPC to obtain plan-mapping resources.

The most formal opportunity for intergovernmental discussion occurred at the intergovernmental meeting held in 2005. The purpose of this meeting was to:

- Share the DRAFT Village of Slinger *Recommended Land Use Plan for 2025*.
- Learn about existing plans developed by these agencies and communities that may impact Slinger; and
- Discuss intergovernmental successes, challenges and opportunities.

More than 30 days prior to the public hearing, all intergovernmental agencies/communities were provided a copy of the Recommended Plan and asked to provide comments, as is required by state statutes. Comments received were addressed at the Public Hearing and in the Final Adopted Plan.

Existing and Proposed Plans

ADJACENT/NEARBY GOVERNMENTAL UNITS

No adjacent or nearby governmental units have adopted Smart Growth Comprehensive Plans. Nearby towns and Hartford are in the process of organizing to develop their own comprehensive plans or preparing to work with Washington County when a countywide comprehensive planning effort is initiated in 2005.

To ensure compatibility with the goals and objectives of this plan, Slinger will participate in the planning efforts of neighboring communities as opportunities arise.

SLINGER SCHOOL DISTRICT

The Slinger School District has a long history of planning for improvements and expansion in response to the Village's growth rate. The district has built facilities to accommodate a significant number of new students coming to the district.

District officials anticipate, given growth projections it is likely that the district will need to build an additional school at some time in the future. Since the district boundaries extend well beyond Slinger, it is possible that the school may be constructed beyond the Village limits. During this planning process, efforts were made to closely coordinate with the school district to consider future school locations. A potential location for a new school facility is shown on the *Recommended Land Use Plan for 2025*. Additional information about school district facilities is provided in the Utilities and Community Facilities Chapter.

WASHINGTON COUNTY

Washington County has received a comprehensive planning grant from the Wisconsin Department of Administration and began its planning program in 2005. As a local unit of government, Slinger will participate in any county planning effort to provide information about this plan, including local goals, objectives, policies and visions for the future.

There are many other plan documents that Washington County has prepared that were reviewed in order to develop this plan. These documents include: *A Park and Open Space Plan for Washington County: 2020*, *Washington County Land and Water Resource Management Plan*, and others. Information from these documents is profiled in the corresponding element chapter of this plan. For example, pertinent recommendations from the *Washington County Park, Outdoor Recreation and Open Space Plan* are highlighted in the Utilities and Community Facilities Chapter and Transportation Chapter.

SOUTHEASTERN WISCONSIN REGIONAL PLAN COMMISSION (SEWRPC)

SEWRPC's *Regional Land Use Plan for Southeastern Wisconsin: 2020* essentially outlines three primary themes:

- 1) Urban development should be served by adequate sewer and water
- 2) Protection of farmland
- 3) Protection of environmental corridors

The Village of Slinger Plan seeks to respect these themes to the greatest extent possible by planning for future growth in areas that can be served with water and sewer. By seeking to accommodate new development within its urban setting, the Village helps to conserve rural farmland and woodlands. Moreover, this comprehensive plan respects the environmental corridors delineated by SEWRPC and provides additional areas of green space/conservation.

SEWRPC is in the process of updating its 2020 plan. The Village of Slinger is confident that this plan, given its consistency with the Wisconsin Comprehensive Planning Law and its associated elements and goals, will in turn, be consistent with the next regional land use plan.

STATE AGENCIES

In recent years, WisDOT has completed a series of statewide planning documents for use in the development of local comprehensive plans. These documents include plans for the state highway corridors, bicycle corridors, rail corridors, and air transportation. These plans were used as an important reference when preparing the Transportation Chapter of this plan. Furthermore, WisDOT's 6-Year Capital Improvement Plan was used for identifying immediate projects in the Village of Slinger and surrounding areas.

Intergovernmental Challenges

The primary challenge with respect to intergovernmental cooperation relates to the annexation of land. Over the years, Village growth and expansion has challenged its relationship with surrounding towns. Village growth is necessary to accommodate the expanding population base. By maintaining its vitality, Slinger serves as an important destination point for outlying rural residents in need of local employment, shopping, and entertainment choices. To address conflict around annexation, the Village believes:

- This plan will help to mitigate conflict by clearly illustrating planned future Village development patterns based on available infrastructure, population projections, and visions for the future.
- Effective tools, particularly extraterritorial zoning, will help to alleviate conflict between Slinger and surrounding towns.
- A continued open discussion by all parties on this matter is critical to success for all communities involved.

Relationship to Other Required Plan Elements

Intergovernmental Cooperation weaves its ways into every element of this plan. For example, regional housing supply and demand helps to determine the market for housing in the Village. Similarly, transportation improvements made to County and State Highways impact local land use and development patterns. Similarly, Village's ability to experience economic growth depends, in part, on quality services being provided, not only by the Village, but also its intergovernmental partners (e.g. schools, county, etc.). Finally, the ability to support development opportunities at the perimeter of the Village must be coordinated with neighboring communities to ensure compatibility with adjacent land uses.

Intergovernmental Goals, Objectives and Policies

The goals and objectives provided in Chapter 11, as well as, the policies provided in this chapter generally seek to enhance the lines of communication between area governments. This approach will help to create an environment where cooperation is possible and conflicts are minimized.

INTERGOVERNMENTAL POLICIES

The Village of Slinger will seek to cooperate with all neighboring municipalities, the county, state agencies, and school district for mutual benefit.

Coordinate with communities in Washington County, as well as area chambers of commerce, and non-profit organizations, to promote economic development by pooling resources and talents in an effort to market the economic opportunities available in Slinger and Washington County.